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AUDIT AND MANAGEMENT CONSULTING DIVISIONRef. No. AOI-00
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To: Mr. Tun Myat,
Humanitarian Coordinator UNOHCIFrom: *Jayanti Prasad*
Jayanti Prasad
Resident Auditor, UNOHCI
Audit and Management Consulting Division, OIOSSubject: Deployment of International Observers in Iraq for Implementation of SCR 986

The recommendations set out below are submitted for your consideration. Please comment on them and, where appropriate, specify the corrective action taken or provide a planned implementation schedule. When commenting please refer to the Assignment No. listed above and to the recommendation number in parenthesis in order to facilitate monitoring of its status (timely response, acceptance, implementation). Please reply by 15 November 2000.

Audit Observations and Recommendations

1. Section VII of the 'Memorandum of understanding (MOU) between the Secretariat of the United Nations and the Government of Iraq on the implementation of the Security Council Resolution 986 (1995)' specifies the process and procedures through which the United Nations personnel in Iraq would be engaged in the observation of the equitable distribution of humanitarian supplies and determine the adequacy thereof.

2. According to Paragraph 42 of the MOU, *ibid*, the exact number of observation personnel of the UN is to be determined by the UN after taking into account the practical requirements and consultations with the Government of Iraq. Further, Paragraph 44 of the MOU states that, in view of the importance of functions which the United Nations personnel will perform in accordance with the provisions of the Section VII of the MOU on 'observations', these personnel (observers) would have, *inter-alia*, un-restricted freedom of movement in performance of their functions.

3. Based on this, through his interim report (S/1996/978 dated 25 November 1996) to the Security Council (SC) on the implementation of SC Resolution 986, the Secretary General (SG) mentioned that there would be 151 international staff for observation purposes. Out of these 151, 13 were to be with Multi Discipline Observation Unit (MDOU), 63 internationals for the Geographical Observers Unit (GOU) for observation and reporting on a governorate-by-governorate basis and 75 with the Programmes, Funds and Agencies to observe and report on specific sectors (sectoral observers). (Paragraph 29 and 30 of the Interim Report refers).

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4. As against this agreed limit of 151 international observers, international observers in position, as on 1 October 2000, were 145. According to the information available with UNOHCI, their distribution with different UN agencies was as follows:

Name of the Organisation/Agency/Programme/fund	Number of International Observers
GOU	44
WFP	24
UNICEF	23
UNESCO	13
MDOU	13
FAO	11
WHO	11
UNDP	3
HABITAT	3
TOTAL	145

Deployment of International Observers on 'administrative duties'

5. We observed that a large number of these international observers (around 48) have been assigned 'administrative duties' and are not actually discharging their responsibilities as 'Observers', despite being specifically recruited and allowed entry into Iraq for this purpose. Therefore about 33 % (48 out of 145) international staff recruited as international observers, are not performing observation duties but administrative duties instead.

6. The major defaulter in this regard seems to be 'UNICEF' which has only 5 out of 23 international staff actually assigned to field observations. The rest, 18 (more than 78 %) international observers with UNICEF are all on administrative duties. Only UNDP and WHO have not assigned any international observer to administrative duties. The exact breakup of all the international observers assigned to administrative duties is as follows:

Name of the Organisation/Agency/Programme/fund	Number of International Observers	Number of International Observers assigned administrative duties
GOU	44	
WFP	24	
UNICEF	23	
UNESCO	13	
MDOU	13	
FAO	11	
WHO	11	
UNDP	3	
HABITAT	3	
TOTAL	145	

7. The assignment of around 33% of the international observers, on jobs other than 'observation' work, on one hand, have a impact on the effectiveness and comprehensiveness of the observation process on equitable distribution of humanitarian supplies and determination of their adequacy in terms of SCR 986 and MOU,

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on the other hand, would violate the commitments by the SG through his reports to the SC.

8. Additionally, these 'International observers' have been given certain specific privileges by the Government of Iraq, in terms of the MOU, which include, inter-alia, unrestricted freedom of movement in performance of their duties as 'observers'. While staff, other than 'observers' have to seek and are granted travel permit, each time they are required to travel outside Baghdad, these observers do not have to do so, as they are given a certificate (magic) by Ministry of Foreign Affairs (MOFA), Government of Iraq, exempting them from this and allowing them unrestricted travel within Iraq. In our view, UNOHCI needs to take appropriate action to review the situation as part of its efforts to establish the enhanced observation mechanism and improving the inspection process under SCR 986.

We recommend that UNOHCI:

- (i) In conjunction with the UN agencies, re-assign observers performing 'administrative duties' to actual observation duties (AF00/050/5/101);
- (ii) In conjunction with the UN agencies review the status of "observers" on administrative duties and re-designate them as international administrative staff (AF000/050/5/102); and
- (iii) In order to avoid any possible confusion and controversy between the UN and the Government of Iraq, consult with them also in order to facilitate recruitment and to grant visas to new observers, as the agreed limit of observers in total, needs to be respected. (AF00/050/5/103).

cc: Mr. Moustafa Darwish, OIC, Administration
UNOHCI

Mr. John Almstrom
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